104TH CONGRESS 2D SESSION

H.R.3318

To establish the Southwest Montana Heritage and Recreation Area in the State of Montana.

IN THE HOUSE OF REPRESENTATIVES

April 24, 1996

Mr. Williams introduced the following bill; which was referred to the Committee on Resources

A BILL

To establish the Southwest Montana Heritage and Recreation Area in the State of Montana.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Southwest Montana
- 5 Heritage and Recreation Area Act of 1996".
- 6 SEC. 2. DEFINITIONS.
- 7 For purposes of this Act:
- 8 (1) Heritage Area.—The term "Heritage
- 9 Area" means the Southwest Montana Heritage and
- 10 Recreation Area established pursuant to this Act.

- 1 (2) COMPACT.—The term "compact" means a compact described in section 4.
 - (3) Management plan.—The term "management plan" means the plan developed and approved under section 4.
 - (4) Secretary.—The term "Secretary" means the Secretary of the Interior.
 - (5) TECHNICAL ASSISTANCE.—The term "technical assistance" means any guidance, advice, help, or aid, other than financial aid.
 - (6) Unit of government.—The term "unit of government" means the government of a State, a political subdivision of a State, or an Indian tribe.
 - (7) Indian tribe.—The term "Indian tribe" means any Indian tribe, band, nation, pueblo, or other organized group or community, including any Alaska Native village or regional corporation as defined in or established pursuant to the Alaska Native Claims Settlement Act (43 U.S.C. 1601 et seq.), which is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

1	SEC. 3. SOUTHWEST MONTANA HERITAGE AND RECRE-
2	ATION AREA.
3	(a) Designation.—Upon publication by the Sec-
4	retary in the Federal Register of notice that a compact
5	has been approved by the Secretary in accordance with
6	section 4, there is hereby designated the Southwest Mon-
7	tana Heritage and Recreation Area.
8	(b) Boundaries.—The Heritage Area shall be com-
9	posed of the lands generally depicted on the map entitled
10	"Southwest Montana Heritage and Recreation Area—
11	Proposed", numbered, and dated The map
12	shall be on file and available for public inspection in the
13	office of the Director of the National Park Service.
14	SEC. 4. COMPACT AND MANAGEMENT PLAN.
15	(a) In General.—The area generally depicted on
16	the map specified in section 3 may be designated as a her-
17	itage area only after each of the following conditions is
18	met:
19	(1) Submission of compact to sec-
20	RETARY.—An entity requesting heritage area des-
21	ignation for the area shall submit to the Secretary
22	a compact meeting the requirements of subsection
23	(b). The comments of the Governor of the State of
24	Montana, or a statement by the entity that the Gov-
25	ernor has failed to comment within a reasonable

- time after receiving the compact, shall accompany
 such submittal to the Secretary.
- 3 (2) APPROVAL AND SUBMISSION BY SEC4 RETARY.—The Secretary shall approve, pursuant to
 5 subsection (c), the compact and submit the compact
 6 to the Congress together with any comments that
 7 the Secretary deems appropriate regarding a pre8 ferred action.

(b) CONTENTS AND REQUIREMENTS.—

- (1) Compacts.—(A) A compact submitted under this Act shall include information relating to the objectives and management of the proposed Heritage Area. Such information shall include (but need not be limited to) each of the following:
 - (i) A delineation of the boundaries of the proposed Heritage Area.
 - (ii) A discussion of the goals and objectives of the proposed Heritage Area, including an explanation of the proposed approach to conservation and interpretation and a general outline of the protection measures committed to by the partners referred to in clause (iv).
 - (iii) An identification and description of the management entity that will administer the proposed Heritage Area.

- 1 (iv) A list of the initial partners to be in-2 volved in developing and implementing the man-3 agement plan referred to in paragraph (3) for 4 the proposed Heritage Area, and a statement of 5 the financial commitment of the partners.
 - (v) A description of the role of the State of Montana.
 - (B)(i) The compact shall be prepared with public participation.
 - (ii) Actions called for in the compact shall be likely to be initiated within a reasonable time after designation of the proposed Heritage Area and shall ensure effective implementation of the State and local aspects of the compact.
 - (2) Management Plans.—(A) A management plan submitted under this Act for the Heritage Area shall present comprehensive recommendations for the conservation, funding, management, and development of the area. The plan shall take into consideration existing State, county, and local plans and involve residents, public agencies, and private organizations in the area. It shall include a description of the actions recommended to be taken, to protect the resources of the area, by units of government and private organizations. It shall specify existing

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- and potential sources of funding for the protection,
 management, and development of the area.
 - (B) The plan also shall include the following, as appropriate:
 - (i) A recommendation of policies for resource management that consider and detail the application of appropriate land and water management techniques, including (but not limited to) the development of intergovernmental cooperative agreements to protect the historical, cultural, and natural resources and the recreational opportunities of the area in a manner consistent with the support of appropriate and compatible economic viability.
 - (ii) A program, including plans for restoration and construction, for implementation of the management plan by the management entity specified in the compact referred to in paragraph (1) and specific commitments, for the first five years of operation of the plan, by the partners identified in the compact.
 - (iii) An analysis of means by which Federal, State, and local programs may best be coordinated to promote the purposes of this Act.

- 1 (iv) An interpretive plan for the Heritage 2 Area.
- 3 (3) Early actions.—After designation of the
 4 Heritage Area but prior to approval of the manage5 ment plan for that area, the Secretary may provide
 6 technical and financial assistance for early actions
 7 that are important to the theme of the area and that
 8 protect resources that would be in imminent danger
 9 of irreversible damage without such early actions.
- 10 (c) Approval and Disapproval of Compacts and11 Management Plans.—
 - (1) In General.—The Secretary, in consultation with the Governor of the State of Montana, shall approve or disapprove each compact and management plan submitted under this Act not later than 90 days after receiving such compact or management plan. Prior to approving the compact or plan, the Secretary shall consult with the Advisory Council on Historic Preservation in accordance with section 106 of the National Historic Preservation Act (16 U.S.C. 470f).
 - (2) DISAPPROVAL AND REVISIONS.—If the Secretary disapproves a compact or management plan submitted under this Act, the Secretary shall advise the submitter, in writing, of the reasons for the dis-

- approval and shall make recommendations for revisions of the compact or plan. The Secretary shall approve or disapprove a proposed revision to such a compact or plan within 90 days after the date on which the revision is submitted to the Secretary.
 - (3) AMENDMENTS TO MANAGEMENT PLANS.—
 The Secretary shall review substantial amendments to management plans for Heritage Areas. Funds appropriated pursuant to this Act may not be expended to implement such amendments until the Secretary approves the amendments.
- 12 (4) NO REQUIREMENT FOR LAND USE REGULA13 TION AS CONDITION FOR APPROVAL.—No provision
 14 of this Act shall be construed to require any change
 15 in land use regulation as a condition of approval of
 16 a compact, management plan, or revision of a com17 pact or management plan by the Secretary.

18 SEC. 5. MANAGEMENT ENTITY.

19 (a) IN GENERAL.—

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20 (1) RECEIPT OF FEDERAL FUNDS.—The man-21 agement entity designated in the compact approved 22 under section 4 for the Heritage Area is authorized 23 to receive Federal funds in support of cooperative 24 partnerships to prepare and implement the manage-

1 ment plan regarding the Heritage Area and to other-2 wise perform the functions contemplated in this Act. (2) Eligibility.—To be eligible for designa-3 tion as the management entity of the Heritage Area, 5 a unit of government or private nonprofit organiza-6 tion must possess the legal ability to— 7 (A) receive Federal funds for use in pre-8 paring and implementing the management plan; 9 (B) disburse Federal funds to other units 10 of government or other organizations for use in 11 preparing and implementing the management 12 plan; 13 (C) account for all Federal funds so re-14 ceived or disbursed; and 15 (D) sign agreements with the Federal Gov-16 ernment. 17 (3) Membership.—A management entity for 18 the Heritage Area should, to the fullest extent pos-19 sible, consist of diverse governmental, business, and 20 nonprofit groups within the geographic area of the 21 Heritage Area. 22 (b) AUTHORITIES OF MANAGEMENT ENTITY.—The 23 management entity of the Heritage Area may, for purposes of preparing and implementing the management

plan, use Federal funds made available under this Act—

1	(1) to make grants and loans to the State, po-
2	litical subdivisions thereof, private organizations
3	and other persons;
4	(2) to enter into cooperative agreements with
5	Federal agencies; and
6	(3) to hire and compensate staff.
7	(c) Duties of Management Entity.—The man-
8	agement entity for the Heritage Area shall do each of the
9	following:
10	(1) Management Plan.—The management
11	entity shall develop, and submit to the Secretary for
12	approval, a proposed management plan within three
13	years after the date of the designation of the area
14	as the Heritage Area.
15	(2) Priorities.—The management entity shall
16	give priority to the implementation of actions, goals,
17	and policies set forth in the compact and manage-
18	ment plan, including—
19	(A) assisting units of government, regional
20	planning organizations, and nonprofit organiza-
21	tions—
22	(i) in preserving the Heritage Area;
23	(ii) in establishing and maintaining
24	interpretive exhibits in the area.

1	(iii) in developing recreational oppor-
2	tunities in the area;
3	(iv) in increasing public awareness of
4	and appreciation for the natural, historical,
5	and cultural resources of the area;
6	(v) in the restoration of historic build-
7	ings that are located within the boundaries
8	of the area and relate to the themes of the
9	area; and
10	(vi) in ensuring that clear, consistent,
11	and environmentally appropriate signs
12	identifying access points and sites of inter-
13	est are put in place throughout the area;
14	and
15	(B) consistent with the goals of the man-
16	agement plan, encouraging economic viability in
17	the affected communities by appropriate means.
18	(3) Consideration of interests of local
19	GROUPS.—The management entity shall, in develop-
20	ing and implementing the management plan, con-
21	sider the interests of diverse governmental, business,
22	and nonprofit groups within the geographic area.
23	(4) Public meetings.—The management en-
24	tity shall conduct public meetings at least quarterly

- regarding the implementation of the management plan.
 - (5) Submission of Changes in Plan.—The management entity shall submit any substantial changes to the management plan (including any increase of more than 20 percent in the cost estimates for implementation of the management plan) to the Secretary for the approval of the Secretary.
 - (6) Annual report.—The management entity shall, for any fiscal year in which it receives Federal funds under this Act or in which a loan made by the entity with Federal funds under this section is outstanding, submit an annual report to the Secretary setting forth its accomplishments, its expenses and income, and the entities to which it made any loans and grants during the year for which the report is made.
 - (7) Cooperation with audits.—The management entity shall, for any fiscal year in which it receives Federal funds under this Act or in which a loan made by the entity with Federal funds under this section is outstanding, make available for audit by the Congress, the Secretary, and appropriate units of government all records and other information pertaining to the expenditure of such funds and

- 1 any matching funds, and require, for all agreements
- 2 authorizing expenditure of Federal funds by other
- 3 organizations, that the receiving organizations make
- 4 available for such audit all records and other infor-
- 5 mation pertaining to the expenditure of such funds.
- 6 (8) Liability for loans.—The management
- 7 entity shall be liable to the Federal Government for
- 8 any loans that the management entity makes under
- 9 this section.
- 10 (d) Disqualification for Federal Funding.—If
- 11 a management plan regarding the Heritage Area is not
- 12 submitted to the Secretary as required under subsection
- 13 (c)(1) within the time specified in such subsection, the
- 14 Heritage Area shall cease to be eligible for Federal fund-
- 15 ing under this Act until such a plan regarding the Herit-
- 16 age Area is submitted to the Secretary.
- 17 (e) Prohibition of Acquisition of Real Prop-
- 18 ERTY.—A management entity for the Heritage Area may
- 19 not use Federal funds received under this Act to acquire
- 20 real property or interest in real property. No provision of
- 21 this Act shall prohibit any management entity from using
- 22 Federal funds from other sources for their permitted pur-
- 23 poses.
- 24 (f) Duration of Eligibility for Financial As-
- 25 SISTANCE.—

- 1 (1) IN GENERAL.—A management entity for 2 the Heritage Area shall be eligible to receive funds 3 appropriated pursuant to this Act for a 10-year pe-4 riod beginning on the day on which the Heritage 5 Area is designated, except as provided in paragraph 6 (2).
 - (2) EXTENSION OF ELIGIBILITY.—The eligibility of a management entity for funding under this Act may be extended, by the Secretary, for a period of not more than five years after the 10-year period referred to in paragraph (1), if—
 - (A) the management entity determines that the extension is necessary in order to carry out the purposes of this Act and notifies the Secretary of such determination not later than 180 days prior to the end of the 10-year period referred to in paragraph (1);
 - (B) the management entity, not later than 180 days prior to the end of the 10-year period referred to in paragraph (1), presents to the Secretary a plan of its activities for the period of the extension, including provisions for becoming independent of the funds made available pursuant to this Act; and

1	(C) the Secretary, after consulting with the
2	Governor of the State of Montana, approves
3	such extension of eligibility.
4	(3) Lack of effect of extension on fund-
5	ING LIMITATIONS.—An extension provided under
6	this subsection shall not be construed as waiving any
7	limitation on funds provided pursuant to this Act.
8	(g) Protection of Private Property.—The
9	management entity for the Heritage Area shall publish
10	procedures to ensure that the rights of owners of private
11	property are protected. Such procedures shall include a
12	process to provide information to the owners of private
13	property with respect to obtaining just compensation due
14	as a result of a taking of private property under the Fifth
15	Amendment of the Constitution of the United States.
16	SEC. 6. DUTIES AND AUTHORITIES OF FEDERAL AGENCIES.
17	(a) General Authority of Secretary.—In ac-
18	cordance with the purposes of this Act, the Secretary is
19	authorized—
20	(1) to advise State and local governments, non-
21	profit organizations, and other appropriate entities
22	regarding suitable methods of recognizing and pre-
23	serving thematically and geographically linked natu-
24	ral, historic, and cultural resources and recreational
25	opportunities; and

1 (2) to consider the Heritage Area for nomina-2 tion to the World Heritage List if the Secretary de-3 termines that the area meets the qualifications for 4 such nomination.

(b) Duties and Authorities of Secretary.—

- (1) Grants.—(A) The Secretary may make matching grants to provide assistance regarding the compacts and, upon request of the management entity for the relevant Heritage Area, regarding management plans and early actions described in section 5 and capital projects and improvements undertaken pursuant to such management plans. The Secretary may make grants under this section to units of government, and, in consultation with affected units of government, to private nonprofit organizations. In awarding grants under this section, the Secretary shall be guided by the criteria specified in paragraph (6).
- (B) The Secretary may not, as a condition of the award of a grant under this section, require any recipient of such a grant to enact or modify land use restrictions.
- (2) TECHNICAL ASSISTANCE.—(A) The Secretary may provide technical assistance to units of government and private nonprofit organizations re-

- garding compacts and, upon request of the management entity for the relevant Heritage Area, regarding management plans and early actions described in
 section 4 and capital projects and improvements undertaken pursuant to such management plans. In
 providing the technical assistance, the Secretary
 shall be guided by the criteria specified in paragraph
 (6).
 - (B) The Secretary may elect to provide all or part of the technical assistance authorized by this subsection through cooperative agreements with units of government and private nonprofit organizations whose missions and resources can contribute substantially to the purposes of this Act.
 - (3) Other assistance.—Nothing in this Act shall be deemed to prohibit the Secretary or units of government from providing technical or financial assistance under any other provision of law.
 - (4) Priorities for assistance.—In assisting the Heritage Area, the Secretary shall give priority to actions that assist in—
 - (A) conserving the significant natural, historic, and cultural resources which support the themes of the Heritage Area; and

1	(B) providing educational, interpretive, and
2	recreational opportunities consistent with the
3	resources and associated values of the Heritage
4	Area.
5	(5) Determinations regarding assist-
6	ANCE.—The Secretary shall decide on awarding
7	technical and financial assistance and the amount of
8	the assistance. Such decisions shall be based on the
9	relative degree to which the Heritage Area effec-
10	tively fulfills the objectives contained in the manage-
11	ment plan for the area, achieves the purposes of this
12	Act, and fulfills the criteria specified in paragraph
13	(6) and shall give consideration to projects which
14	provide a greater leverage of Federal funds.
15	(6) Criteria.—The criteria specified in this
16	paragraph are as follows:
17	(A) Assemblage of resources.—The
18	area shall be an assemblage of natural, historic,
19	or cultural resources that—
20	(i) together represent distinctive as-
21	pects of American heritage worthy of rec-
22	ognition, preservation, interpretation, and
23	continuing use; and
24	(ii) are best managed as such an as-
25	semblage, through partnerships among

1	public and private entities, and by combin-
2	ing diverse and sometimes noncontiguous
3	resources and active communities.
4	(B) Traditions, customs, beliefs, or
5	FOLKLIFE.—The area shall reflect traditions,
6	customs, beliefs, or folklife, or some combina-
7	tion thereof, that are a valuable part of the
8	story of the Nation.
9	(C) Conservation of Natural, cul-
10	TURAL, OR HISTORIC FEATURES.—The area
11	shall provide outstanding opportunities to con-
12	serve natural, cultural, or historic features, or
13	some combination thereof.
14	(D) RECREATIONAL AND EDUCATIONAL
15	OPPORTUNITIES.—The area shall provide out-
16	standing recreational and educational opportu-
17	nities.
18	(E) THEMES AND INTEGRITY OF RE-
19	SOURCES.—The area shall have an identifiable
20	theme or themes, and resources important to
21	the identified theme or themes shall retain in-
22	tegrity capable of supporting interpretation.
23	(F) Support.—Residents, nonprofit orga-
24	nizations, other private entities, and govern-

ments within the proposed area shall dem-

- onstrate support for designation of the area and for management of the area as appropriate for such designation.
 - (G) AGREEMENTS.—The principal organization and units of government supporting the designation shall be willing to commit to agreements to work in partnership to implement the management plan of the area.
 - (H) Consistency with economic via-Bility.—The proposal shall be consistent with continued economic viability in the affected communities.
 - (I) Consent of local governments.—
 No county, city, or town shall be included within the boundaries of the area unless the government of such county, city, or town agrees to be so included and submits notification of such agreement to the Secretary.
 - (7) Non-federally owned property.—The Secretary is authorized to spend Federal funds directly on nonfederally owned property to further the purposes of this Act, giving priority to assisting units of government in appropriate treatment of districts, sites, buildings, structures, and objects listed

1	or eligible for listing on the National Register of
2	Historic Places.
3	(8) Annual Report.—The Secretary shall
4	submit an annual report to the Congress regarding
5	the Heritage Areas Partnership Program. Each re-
6	port shall include—
7	(A) the number, amount, and recipients of
8	any grants provided by the Secretary under this
9	Act and the nature of any technical assistance
10	or early action provided under this Act;
11	(B) a description of the status and condi-
12	tion of, and Federal funding provided under
13	this Act to, the Heritage Area;
14	(C) a description of the areas nominated
15	for the Heritage Partnership Program;
16	(D) the recommendations of the Secretary
17	regarding areas to be designated by the Con-
18	gress as Heritage Areas; and
19	(E) the status of the implementation of all
20	contractual agreements entered into by the Sec-
21	retary under this Act.
22	(9) Oversight of Heritage areas with ex-
23	PIRED ELIGIBILITY.—The Secretary shall inves-
24	tigate, study, and continually monitor the welfare of
25	the Heritage Area after its eligibility for Federal

- funding under this Act has expired and shall report to the Congress periodically regarding the condition of the Heritage Area.
- 4 (10) Provision of information.—In co-5 operation with other Federal agencies, the Secretary 6 shall provide the general public with information re-7 garding the location and character of components of 8 the Heritage Areas Partnership Program.
- 9 (11) Promulgation of regulations.—The 10 Secretary shall promulgate such regulations as are 11 necessary to carry out the purposes of this Act.
- 12 (c) Duties of Federal Entities.—Any Federal 13 entity conducting or supporting activities within the Herit-14 age Area, and any unit of government acting pursuant to 15 a grant of Federal funds or a Federal permit or agreement 16 and conducting or supporting such activities, shall, to the

maximum extent practicable—

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- (1) consult with the Secretary and the management entity for the Heritage Area with respect to such activities; and
- 21 (2) cooperate with the Secretary and the man-22 agement entity in the carrying out of the duties of 23 the Secretary and the management entity under this 24 Act, and coordinate such activities to minimize any

- 1 real or potential adverse impact on the Heritage
- 2 Area.

3 SEC. 7. LACK OF EFFECT ON LAND USE REGULATION.

- 4 (a) Lack of Effect on Authority of Govern-
- 5 MENTS.—Nothing in this Act shall be construed to modify,
- 6 enlarge, or diminish any authority of Federal, State, and
- 7 local governments to regulate any use of land as provided
- 8 for by current law or regulation.
- 9 (b) Lack of Zoning or Land Use Powers of En-
- 10 TITY.—Nothing in this Act shall be construed to grant
- 11 powers of zoning or land use to any management entity
- 12 for the Heritage Area.
- 13 (c) Management Plan Availability to Local
- 14 GOVERNMENTS.—Any management plan referred to in
- 15 section 4(a) and submitted to the Secretary by the man-
- 16 agement entity for the Heritage Area shall be made avail-
- 17 able to the local governments having jurisdiction over land
- 18 use regulations affecting the Heritage Area for the use
- 19 of the local governments in updating their growth manage-
- 20 ment plans and in the event that such governments desire
- 21 to amend current land use legislation as they may deem
- 22 appropriate and in accordance with their legal authority.

23 SEC. 8. AUTHORIZATION OF APPROPRIATIONS.

- 24 (a) Feasibility Studies, Compacts, Manage-
- 25 MENT PLANS, AND EARLY ACTIONS.—From the amounts

- 1 made available to carry out the National Historic Preser-
- 2 vation Act (16 U.S.C. 470 et seq.), there is authorized
- 3 to be appropriated to the Secretary, for grants and tech-
- 4 nical assistance pursuant to section 6 and the administra-
- 5 tion of such grants and assistance, such sums as may be
- 6 necessary, to remain available until expended, with the fol-
- 7 lowing conditions:
- 8 (1) Percent of Cost.—No grant under this
- 9 Act for a compact, management plan, or early action
- may exceed 75 percent of the cost, to the grantee,
- for such compact, plan, or early action.
- 12 (2) Compact.—The total amount of Federal
- funding under this Act for the compact for the pro-
- posed Heritage Area may not exceed \$150,000.
- 15 (3) Early action grants.—The total amount
- of Federal funding under this Act for early action
- 17 grants for the Heritage Area may not exceed
- 18 \$250,000.
- 19 (4) Management plans.—The total amount
- of Federal funding under this Act for the manage-
- 21 ment plan for the Heritage Area may not exceed
- \$150,000.
- 23 (b) Management Entity Operations.—
- 24 (1) Operating costs.—From the amounts
- 25 made available to carry out the National Historic

- Preservation Act (16 U.S.C. 470 et seq.), there is authorized to be appropriated to the Secretary, for the management entity of the Heritage Area, not more than \$250,000 annually for the operating costs of such management entity pursuant this Act.
- 6 (2) Cost share.—The Federal contribution 7 under this Act to the operations of any management 8 entity of the Heritage Area shall not exceed 50 per-9 cent of the annual operating costs of the entity.
- 10 (c) Plan Implementation.—From the amounts
 11 made available to carry out the National Historic Preser12 vation Act (16 U.S.C. 470 et seq.), there is authorized
 13 to be appropriated to the Secretary, for grants and tech14 nical assistance for the implementation of management
 15 plans for designated Heritage Areas and the administra16 tion of such grants and assistance, such sums as may be
 17 necessary, to remain available until expended, with the fol18 lowing conditions:
 - (1) PERCENT OF COST.—No grant under this Act for implementation of a management plan may exceed 50 percent of the cost to the grantee of the implementation.
- 23 (2) Total funding for each area.—Not 24 more than a total of \$10,000,000 may be made 25 available under this subsection to the Heritage Area.

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1	(4) AGREEMENTS.—Any payment made under
2	this subsection shall be subject to an agreement that
3	conversion, use, or disposal of the project so assisted
4	for purposes contrary to the purposes of this Act, as
5	determined by the Secretary, shall result in a right
6	of the United States to the greater of—
7	(A) reimbursement of all funds made avail-
8	able for such project; and
9	(B) the proportion of the increased value
10	of the project attributable to such funds, as de-
11	termined at the time of such conversion, use, or
12	disposal.
13	(d) Limitation on Amounts for Technical As-
14	SISTANCE.—The amount of Federal funding made avail-
15	able under this section for technical assistance for the
16	Heritage Area for a fiscal year may not exceed \$150,000.

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